

April 1, 2008

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Energy Division  
California Public Utilities Commission  
505 Van Ness Avenue  
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**Re: Comments of the California Wind Energy Association and the Concentrated Solar Power Companies on Draft Resolution E-4160, issued on March 12, 2008**

Dear Energy Division:

Pursuant to Rule 14.5 of the California Public Utilities Commission ("Commission") Rules of Practice and Procedure ("Rules"), and the Draft Resolution E-4160 ("Draft Resolution") issued by the Energy Division on March 12, 2008, the California Wind Energy Association ("CalWEA") and the Concentrated Solar Power Companies ("CSPC")<sup>1</sup> respectfully submit these comments on the Draft Resolution. These comments address certain aspects of the Commission's proposed eligibility criteria for Above-MPR Funds ("AMFs") and reasonableness standards for renewable power purchase agreements ("PPAs") for which AMFs are sought. CalWEA's and CSPC's comments on and suggested changes to the Draft Resolution are detailed below.

**A. The Choice of MPR Year Should be Flexible and Allow for Adjustment for Circumstances Beyond the Parties' Control**

**i. The guidelines for choosing an MPR for the AMFs calculator should not be a bright-line rule**

In the Draft Resolution, the AMFs calculator will compute the project-specific AMF request based on an appropriate MPR.<sup>2</sup> For new contracts, the Draft Resolution recommends that, when determining the appropriate annual MPR, "if a new RPS contract is submitted to the Commission for approval within 18 months from the close of the solicitation for which the project bid, then the MPR for that solicitation year should be used."<sup>3</sup> Alternatively, if a contract is submitted to the Commission for approval "more than 18 months from the close of the solicitation, then the contract is considered a bilateral contract, and thus not eligible for AMFs."<sup>4</sup>

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<sup>1</sup> The CSPC companies include Abengoa Solar, Inc., Ausra, Inc., Brightsource Energy, Inc., Cleantech America, Inc., and Solel, Inc. All of these companies are actively involved in developing solar generation projects for the California market and the State's Renewables Portfolio Standard program.

<sup>2</sup> Draft Resolution, p. 15.

<sup>3</sup> *Id.*

<sup>4</sup> *Id.*

CalWEA and CSPC oppose this bright-line, 18-month rule because such a rule could have unintended consequences. For instance, circumstances beyond the control of the IOUs or the renewable energy generators, such as changes in the status of a renewable energy developers' interconnection application, may delay the negotiation process. Renewable energy developers should not be penalized in these circumstances (by having the option for AMFs foreclosed) and should not be required to bid into the next Request for Proposals ("RFP") cycle (as the IOUs may not always conduct an annual solicitation). At a minimum, the Commission should allow the IOUs to roll a delayed RPS contract into its next RFP cycle — and thus employ the next MPR — if the negotiation process exceeds 18 months.

**ii. The “substantially different” standard for amendments to Commission-approved contracts should not be a bright-line rule**

For amended PPAs, the Draft Resolution proposes that if a Commission-approved contract is resubmitted to the Commission for approval of contract amendment(s) (e.g., a price amendment), then the most recently adopted MPR as of the contract amendment execution date will be used. Alternatively, if the Commission deems the amended project "substantially different" from the originally approved project, the Commission will consider the contract to be a bilateral contract and not eligible for AMFs.<sup>5</sup>

Again, CalWEA and CSPC object to such a bright-line rule. As a preliminary note, the Draft Resolution does not include any criteria for evaluating when an amended PPA is "substantially different" from the originally-approved PPA. For instance, is a change in capacity or contract price alone sufficient to make the amended PPA “substantially different,” and if so, how much of a difference is “substantially different”? As with the approval timeline for new projects, CalWEA and CSPC propose that rather than employing a rule that relies on an undefined standard, the IOUs should have the option to ask that the Commission evaluate the amended PPA as part of the subsequent MPR year.

**iii. The Commission should not mandate the Commercial Operation Date**

The Draft Resolution proposes that the Commission could reject the IOUs' designation of the Commercial Operation Date ("COD") for AMF purposes and select its own COD.<sup>6</sup> Like the bright-line rule proposed for choosing the MPR year, allowing the Commission to select the “appropriate” COD could lead to complications for the IOUs and renewable energy developers. For instance, the Commission may select a COD that changes the MPR upon which the renewable energy developer bid the project, which could adversely affect the parties' expected risks (including the risk of Commission approval). Additionally, the Commission may choose a COD that adversely affects the IOUs' analysis of the PPA and the PPA's role in the IOUs' overall procurement portfolio. Although CalWEA and CSPC agree that

the COD must be based on a comprehensive project development timeline, which should include all estimated project development

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<sup>5</sup> *Id.* at 15-16.

<sup>6</sup> *Id.* at 16.

milestone dates relevant to interconnection studies, gen-tie and substation construction, transmission network upgrades, financing, site control, permitting and equipment procurement<sup>7</sup>

CalWEA and CSPC submit that the renewable energy developers and the IOUs, and not the Commission, are in the best position to evaluate an economically feasible COD. So long as there is not a clear attempt of manipulating the AMF calculation, the Commission should not revise the COD.

**B. Certain AMF Eligibility Criteria Proposed by the Draft Resolution Should be Modified**

The Draft Resolution proposes AMF eligibility criteria that, for the most part, CalWEA and CSPC support. There are a few proposed criteria, however, that CalWEA and CSPC recommend be clarified or modified.

**i. The Commission should modify the requirement of an all-in fixed price**

One of the proposed criteria for AMF eligibility is that the contract price must be an all-in fixed price for a bundled energy product from a RPS-eligible facility.<sup>8</sup> The Commission should not rule out the possibility of capacity payments as a component of the contract price, as capacity payment can easily be converted to an all-in price for the purposes of analysis. Additionally, CalWEA and CSPC propose that a contract price that allows for potential escalation should also be eligible for AMFs, as well as a contract price that is based on market indices. Given the pricing uncertainty due to increased construction and equipment costs, these pricing mechanisms are likely a direction for renewable contract pricing going forward. The AMF eligibility criteria should allow for such contract pricing adjustments.

**ii. The Commission should allow the project to be located outside California**

As currently written, the Draft Resolution requires that in order to be eligible for AMFs, the renewable energy project must be physically located in California.<sup>9</sup> The Draft Resolution, however, provides no justification for such a requirement. Indeed, such a requirement is not logical in light of current law and Commission policy.

For instance, Public Resources Code Section 25741(b) defines "in-state renewable electricity generation facilities" as including out-of-state facilities that meet certain criteria. Specifically, the facility must be one of the following:

- (A) The facility is located in the state or near the border of the state with the first point of connection to the transmission network

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<sup>7</sup> *Id.*

<sup>8</sup> *Id.* at 19.

<sup>9</sup> *Id.* at 19.

within this state and electricity produced by the facility is delivered to an in-state location.

(B) The facility has its first point of interconnection to the transmission network outside the state and satisfies all of the following requirements:

(i) It is connected to the transmission network within the Western Electricity Coordinating Council (WECC) service territory.

(ii) It commences initial commercial operation after January 1, 2005.

(iii) Electricity produced by the facility is delivered to an in-state location.

(iv) It will not cause or contribute to any violation of a California environmental quality standard or requirement.

(v) If the facility is outside of the United States, it is developed and operated in a manner that is as protective of the environment as a similar facility located in the state.

(vi) It participates in the accounting system to verify compliance with the renewables portfolio standard by retail sellers, once established by the Energy Commission pursuant to subdivision (b) of Section 399.13 of the Public Utilities Code.<sup>10</sup>

Thus, the Commission's new requirement that in order for a project to be eligible for AMFs, the project must be physically located in California is contrary to established Commission policy and law, and the Commission should eliminate this criterion from the Draft Resolution.

### **C. The Proposed AMF Reasonableness Review is Overly Burdensome and Should be Streamlined**

The Draft Resolution proposes that the Energy Division will evaluate the reasonableness of the requested AMFs for an eligible RPS project when reviewing the advice letter seeking approval of the RPS contract.<sup>11</sup> The reasonableness review, as currently proposed, imposes additional burdens on renewable energy developers and may lead to unintended consequences, and the Draft Resolution should be modified as discussed below.

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<sup>10</sup> Public Resources Code § 25741(b)(2).

<sup>11</sup> Draft Resolution, p. 19.

**i. The Commission should not authorize a partial allocation of AMFs unless the IOUs specifically request partial allocation**

As currently written, the Draft Resolution authorizes the Commission, in its discretion, to approve all of the requested AMFs or only some of the requested AMFs.<sup>12</sup> The Draft Resolution also allows the IOUs to request a partial allocation of AMFs in the advice letter.<sup>13</sup> Such discretion on the part of the Commission to award a partial allocation of AMFs would be detrimental to renewable energy developers. Partial AMF allocation would essentially force the renewable energy developer to renegotiate the contract price after the PPA has been executed by all parties, putting the renewable energy developer at an economic disadvantage in negotiations with the IOUs at best, and more likely, will invalidate the PPA. During PPA negotiations, the renewable energy developer most likely already made price concessions, and the Commission should not second guess the negotiations of the parties.

Rather, the Commission, when evaluating a request for AMFs, should only have two choices; either approve or disapprove the AMFs in the amount requested. This will provide more certainty to the renewable energy developers, force both the IOUs and the renewable energy developers to be reasonable during PPA negotiations, and honor the validity of the negotiation process.

**ii. The AMF reasonableness review should include only one level of review**

As currently written, the Draft Resolution proposes two tiers of reasonableness review based on the amount of AMFs requested. CalWEA and CSPC believe that Tier Two — the tier applied to AMF requests over \$5,000,000 — imposes onerous and unreasonable requirements on projects requesting more than \$5,000,000 in AMFs. Rather, the Commission's goals of promoting the efficient use of limited AMFs in a manner that maximizes ratepayer benefit would be best served by employing only one reasonableness review standard. As such, CalWEA and CSPC support the current reasonableness standard as proposed in Tier One for all projects, with a few exceptions.

As currently proposed, the Tier One reasonableness review includes a provision whereby the Commission can alter the COD, and thus if the Commission determines, in its discretion, that the project's COD estimate is not reasonable.<sup>14</sup> As discussed *supra*, CalWEA and CSPC oppose the ability of the Commission to make such changes after the parties have negotiated and executed the PPA.

Additionally, paragraph four of Tier One states that one criteria for evaluating the reasonableness of the AMF request is whether "the contract price compares favorably to bid supply curves for: a) all projects bid into the relevant solicitation; b) projects utilizing the same technology bid into the relevant solicitation; or c) technology cost curves developed as part of

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<sup>12</sup> *Id.* at 20.

<sup>13</sup> *Id.*

<sup>14</sup> *Id.* at 21.

the Renewable Energy Transmission Initiative (RETI)."<sup>15</sup> Bid contract prices and RETI technology cost curves are not reliable sources of information against which to evaluate AMF requests. First, the Commission should not compare the contract prices in the final PPA against the contract prices contained in bids, as some (or many) of these bid projects may be "paper projects" that could never be financed, constructed or operated. Thus, the bids received do not necessarily present an accurate representation of reasonable contract prices. Second, the technology cost curves developed as part of RETI are not adequate standards against which to evaluate the reasonableness of an AMF request. The RETI cost curves are extremely general and subject to a high degree of uncertainty. In addition, it is unclear how often, if ever, RETI will update the cost curves. Thus, neither bid contract prices nor RETI technology cost curves are reliable sources of information and should not be used as a basis for reasonableness determinations. If the Commission wants a third-party evaluation, it should either rely on the IOU's independent evaluation or hire a separate consultant of its own.

**iii. The requirement of additional review for contract amendments seeking AMFs is overly burdensome, and no additional level of review should be required**

The Draft Resolution provides that RPS projects seeking approval of contract amendments (e.g., price renegotiations) to Commission-approved RPS PPAs may be eligible to request AMFs.<sup>16</sup> Such requests, however, will be subject not only to the reasonableness review applicable to the project as described above, but the renewable energy developer and the IOU requesting approval of amended contract will also be required to provide the Commission with financial information about the project.<sup>17</sup> This additional layer of review is burdensome, and the Draft Resolution provides no justification as to why such an additional layer of reasonableness review is necessary. It appears as if the Draft Resolution assumes that renewable energy developers and/or IOUs are doing something wrong by amending PPAs and, as such, should be scrutinized more closely. This "profiling" of renewable energy developers is without basis; an objective review of the amended PPA's reasonableness should be adequate to protect ratepayers. CalWEA and CSPC propose that the Commission should apply the AMF reasonableness review applicable to all other contracts. No additional review should be required for amended PPAs seeking AMFs.

**iv. PPAs not seeking AMFs should not be subject to heightened review**

The Draft Resolution provides that IOUs can enter into and seek Commission approval for RPS contracts that have contract prices above the MPR even if the project is ineligible for AMFs and/or if the IOUs' cost limitation has been reached.<sup>18</sup> Curiously, even though the contracts will not be seeking AMFs, the Draft Resolution provides that such projects will be reviewed using the AMFs reasonableness review criteria, in addition to the standard evaluation methodology for advice letters requesting approval for renewable PPAs.<sup>19</sup> The Draft Resolution

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<sup>15</sup> *Id.*

<sup>16</sup> *Id.* at 22.

<sup>17</sup> *Id.*

<sup>18</sup> *Id.* at 23.

<sup>19</sup> *Id.*

provides no justification for why such additional review is necessary if no AMFs are sought. CalWEA and CSPC submit that there is no need for heightened AMF reasonableness review of contracts not seeking AMFs.

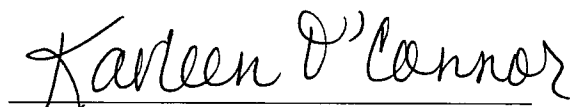
**D. The PPA, and not the Commission, Should Specify Developer Consequences for Non-Performance**

The Draft Resolution proposes that the Commission will have the discretion to reduce or terminate AMFs dedicated to a project if the project fails to commence and maintain operations consistent with the contractual obligations in the Commission approved PPA.<sup>20</sup> CalWEA and CSPC oppose any attempt by the Commission to impose financial or other repercussions on developers that are not set forth in the PPA. Such Commission oversight and involvement in the PPA would add too much uncertainty and would result in a project that is not financeable. Additionally, PPAs typically have protections built into the contract already, in the form of delay damages, rights of termination, and other potential requirements. These are often extensively negotiated provisions. The Commission should not attempt to impose more obligations than what the parties already negotiated.

**II. CONCLUSION**

In sum, CalWEA and CSPC respectfully submit that certain aspects of the Draft Resolution, as applied to the Commission's proposed eligibility criteria for AMFs and reasonableness standards for renewable PPAs with above-MPR costs, should be modified for the reasons stated herein.

Respectfully submitted,



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April 1, 2008

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<sup>20</sup> *Id.*

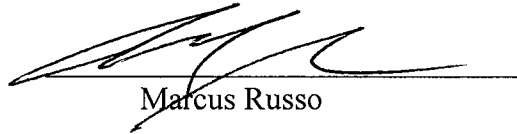
## Certificate of Service

I hereby certify that I have this day served a copy of the

***Comments of the California Wind Energy Association and the Concentrated Solar Power Companies on Draft Resolution E-4160***

on all known parties to R.06-05-027 and R.06-02-012 by sending a copy via electronic mail and by mailing a properly addressed copy by first-class mail with postage prepaid to each party named in the official service list without an electronic mail address.

Executed on April 1, 2008, at San Francisco, California.



Marcus Russo





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